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**STREET PLANS.**

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# OBSERVATIONS

ON THE PROGRESS OF

# IMPROVEMENTS IN STREET PLANS.

WITH SPECIAL REFERENCE TO

## THE PARK-WAY

PROPOSED TO BE LAID OUT

IN

BROOKLYN.

1868.

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The following pages comprise that part of our last Annual Report to the Brooklyn Park Commission, which relates to the progress of improvement in the street arrangements of large towns, and to the proposed introduction in the street plan of Brooklyn of a system of improvements, designated the Park-way and the Park-way neighborhood.

OLMSTED, VAUX & CO.,

*Landscape Architects.*

110 BROADWAY, NEW YORK.

March 9th, 1868.

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## THE PARK-WAY.

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### RELATIONS OF THE PARK TO THE STREET ARRANGEMENTS OF THE CITY.

The unsatisfactory character of the approaches to the Park has been recognized by your Board, from the outset of its undertaking, as calculated to seriously detract from the value of the service which it would otherwise be able to render the city, and it has accordingly been an incidental part of our duty to devise means of improvement. To do so it has been necessary that we should extend our field of study beyond the territory under your jurisdiction. Our first suggestion led, through the subsequent action of your Board, to the special appropriation of the ground necessary for the formation of the Plaza, and to the establishment of the several circular spaces by which amplitude, symmetry, and dignity of character was sought to be secured on the street side of each of the Park gates. Through the promptness of the necessary legislative action, and of the subsequent proceedings in regard to the Plaza, a very great advantage was gained at a comparatively small cost for the necessary land, much of the adjoining ground having since been sold in the open market at rates indicating an advance of several hundred per cent. upon the prices paid by the city.

In our Preliminary Report, accompanying the first study of the plan of the Park, without making any definite recommendations, we suggested the leading features of a general scheme of routes of approach to and extension from the Park, through the suburbs, in which the sanitary, recreative and domestic requirements of that portion of the people of the city living at the greatest distance from the Park should be especially provided for. In our Annual Report of last year portions of this project were somewhat more distinctly outlined, and the economical advantages were pointed out of preparing and adopting plans for the purpose well in advance of the public demand, which it was intended to anticipate, and while land properly situated might yet be selected in the suburbs of such moderate value that no private interests of much importance would be found to stand in antagonism in this respect to those of the public.

Your Board having brought these suggestions before the public they have during the last year attracted considerable attention. One of the

minor recommendations has been already taken up by a body of citizens and an organized effort to carry it out is understood to be in progress. Under your instructions a topographical survey has also been made of a section of the ground to which the larger scheme applies, being that lying immediately east of the Park and extending from it to the city line, and a study has been prepared, also under your instructions and which is herewith presented, for a revision of a part of the present city map of this ground with a view to the introduction of the suggested improvement.

The period seems to have arrived, therefore, for a full and comprehensive inquiry as to the manner in which the scheme would, if carried out, affect the substantial and permanent interests of the citizens of Brooklyn and of the metropolis at large.

The project in its full conception is a large one, and it is at once conceded that it does not follow but anticipates the demand of the public; that it assumes an extension of the city of Brooklyn and a degree of wealth, taste, and refinement, to be likely to exist among its citizens which has not hitherto been definitely had in view, and that it is even based upon the presumption that the present street system, not only of Brooklyn but of other large towns, has serious defects for which, sooner or later, if these towns should continue to advance in wealth, remedies must be devised, the cost of which will be extravagantly increased by a long delay in the determination of their outlines.

#### ELEMENTS OF ORDINARY STREET ARRANGEMENTS.

What is here referred to under the designation of our present street system, is essentially comprised in the two series of thoroughfares extending in straight lines to as great a distance within a town as is found practicable, one series crossing the other at right angles, or as nearly so as can be conveniently arranged. Each of the thoroughfares of this system consists of a way in the center, which is paved with reference solely to sustaining the transportation upon wheels of the heaviest merchandise, of a gutter on each side of this wheel-way, having occasional communication with underground channels for carrying off water, and a curb which restricts the passage of wheels from a raised way for the travel of persons on foot, the surface of which, to avoid their sinking in the mud, is commonly covered with flags or brick.

This is the system which is almost universally kept in view, not only in the enlargement of our older towns, but in the setting out of new; such, for instance, as are just being projected along the line of the Pacific Railroad. If modifications are admitted, it is because they are

enforced by some special local conditions which are deemed, by those responsible for the arrangement, to be unfortunate. The reason for this is probably found chiefly in the fact, that it is a plan which is readily put on paper, easily comprehended, and easily staked out; it makes the office of an Engineer or Surveyor at the outset almost a sinecure, as far as the exercise of professional ability is concerned, and facilitates the operations of land speculators.

Its apparent simplicity on paper is often fallacious, and leads either to unnecessary taxation or to great permanent inconvenience. It is obviously incomplete, and wholly unsuited to the loading and unloading of goods which require storage, but, where it can be well carried out, offers very great advantages for the transportation of merchandise between distant points. It is also well adapted to equalize the advantages of different parts of a town, and thus avoid obstructions to improvement which mercenary jealousies might otherwise interpose.

In our judgment, advantages such as these have hitherto been pursued far too exclusively, but, as the presumption is always strong against any considerable innovation upon arrangements which have been long associated with the general conditions of prosperity and progress of all civilized communities, we desire, before giving reasons for this conviction, first, to remove any reasonable prejudice against the introduction of the entirely new elements into the street plan of Brooklyn, which we shall have to propose, by showing under what conditions of society and with reference to what very crude public requirements, compared with those which now exist, our present street arrangements have been devised.

#### WHY ORDINARY ARRANGEMENTS ARE INADEQUATE TO PUBLIC REQUIREMENTS.

At present, large towns grow up because of the facilities they offer mankind for a voluntary exchange of service, in the form of merchandise; but nearly all the older European towns of importance, from which we have received the fashion of our present street arrangements, were formed either to strengthen or to resist a purpose involving the destruction of life and the plunder of merchandise. They were thus planned originally for objects wholly different from those now reckoned important by the towns which occupy the same sites, and an examination of the slow, struggling process by which they have been adapted to the present requirements of their people, may help us to account for some of the evils under which even here, in our large American towns, we are now suffering.

HISTORICAL DEVELOPMENT OF EXISTING STREET ARRANGEMENTS,  
FIRST STAGE.

They were at the outset, in most cases, entrenched camps, in which a few huts were first built, with no thought of permanence, and still less with thought for the common convenience of their future citizens. The wealth of their founders consisted chiefly in cattle, and in the servants who were employed in herding and guarding these cattle, and the trails carelessly formed among the scattered huts within the entrenchments often became permanent foot-ways which, in some cases, were subsequently improved in essentially the same manner as the sidewalks of our streets now are, by the laying upon them of a series of flat stones, so that walkers need not sink in the mud. If the ground was hilly, and the grades of the paths steep, stairs were sometimes made by laying thicker slabs of stone across them. Convenience of communication on foot was, of course, the sole object of such improvements.

If, in these early times, any highways were more regularly laid out, it was simply with reference to defence. For example, although two nearly straight and comparatively broad-ways were early formed in Paris, so that reinforcements could be rapidly transferred from one gate to another when either should be suddenly attacked, no other passages were left among the houses which would admit of the introduction of wheeled traffic ; nor in all the improvements which afterwards occurred, as the city advanced in population and wealth, were any of the original pathways widened and graded sufficiently for this purpose until long after America had been discovered, and the invention of printing and of fire-arms had introduced a new era of social progress.

The labor required for the construction of permanent town walls, and the advantage of being able to keep every part of them closely manned during an attack, made it desirable that they should not be unnecessarily extended. To admit of a separate domiciliation of families within them, therefore, the greatest practicable compactness in the arrangement of dwelling-houses soon became imperative. As families increased, the demand for additional house-room was first met by encroachments upon the passages which had been left between the original structures, and by adding upper stories, and extending these outward so as to overhang the street. Before this process had reached an extreme point, however, the town would begin to outgrow its walls, and habitations in the suburbs would occur, of two classes : first, those formed by poor herdsmen and others who, when no enemy was known to be near at hand, could safely sleep in a temporary shelter, calculating to take their chance in the town when danger came ; and, second, those formed by princes, and other men of wealth and power,

who could afford to build strongholds for the protection of their families and personal retainers, but who, in times of war, yet needed to be in close vicinity to the larger fighting forces of the town. Neither the castle nor the hovel being placed with any reference to the enlargement of the town, or to public convenience in any way, streets were formed through the suburbs, as they became denser, in much the same way as they had been in the original settlement; then, as the walls were extended, the military consideration again operated to enforce the idea of compactness in every possible way.

The government of these towns also, however its forms varied, was always essentially a military despotism of the most direct and stringent character, under which the life, property, health and comfort of the great body of their people were matters, at best, of very subordinate consideration.

Thus the policy, the custom and the fashion was established in the roots of our present form of society of regarding the wants of a town, and planning to meet them, as if its population were a garrison, to be housed in a barrack, with only such halls and passages in it, from door to door, as would be necessary to turn it in, to sleep and feed, and turn it out, to get its rations.

It naturally fell out that when at length the general advance of society, in other respects, made it no longer necessary that a man should build a castle, and control, as personal property, the services of a numerous body of fighting men, in order to live with some degree of safety in a house of his own, apart from others, all the principal towns declined for a time in wealth and population, because of the number of opulent citizens who abandoned their old residences, and moved, with servants and tenants, to make new settlements in the country.

The excessive suppression of personal independence and individual inclinations which had before been required in town-life caused a strong reactionary ambition to possess each prosperous citizen to relieve himself as much as possible from dependence upon and duties to society in general, and it became his aim to separate himself from all the human race except such part as would treat him with deference. To secure greater seclusion and at the same time opportunity for the only forms of out-door recreation, which the rich, after the days of jousts and tournaments, were accustomed to engage in, all those who could command favor at Court, sought grants of land abounding in the larger game, and planted their houses in the midst of enclosures called parks, which not only kept neighbors at a distance, but served as nurseries for objects of the chase.

The habits of the wealthy, under these circumstances, though often gross and arrogant, and sometimes recklessly extravagant, were far

from luxurious, according to modern notions, and as, in order to realize as fully as possible the dream of independence, every country gentleman had his private chaplain, surgeon, farrier, tailor, weaver and spinner, raised his own wool, malt, barley and breadstuffs, killed his own beef, mutton and venison, and brewed his own ale, he was able to despise commerce and to avoid towns. The little finery his household coveted was accordingly brought to his door on pack-mules by travelling merchants. The vocation of a merchant, in its large, modern sense, was hardly known, and the trade of even the most considerable towns was, in all respects, very restricted. Thus the old foot-way streets still served all necessary requirements tolerably well.

As the advance of civilization continued, however, this disinclination to the exchange of service, of course, gave way; demands became more varied, and men of all classes were forced to take their place in the general organization of society in communities. In process of time the enlargement of popular freedom, the spread of knowledge by books, the abatement of religious persecutions, the voyages of circumnavigators, and finally the opening of America, India and the gold coast of Africa to European commerce, so fed the mercantile inclinations, that an entirely new class of towns, centres of manufacturing and of trade, grew upon the sites of the old ones. To these the wealthy and powerful were drawn, no longer for protection, but for the enjoyment of the luxuries which they found in them, while the more enterprising of the lower classes crowded into them to "seek their fortune."

#### SECOND STAGE OF STREET ARRANGEMENTS.

Wagons gradually took the place of pack-trains in the distribution of goods through the country, and, as one man could manage a heavy load, when it was once stowed, as well as a light one, the wagons were made very large and strong, and required the employment of many horses.

In comparatively few town-streets could two of these wheeled merchantmen, with the enormous hamper they carried on each side, pass each other. The seats and hucksteries of slight wood-work with which the streets had been lined were swept away; but, as the population rapidly increased, while the house accommodation was so limited that its density, in the city of London, for instance, was probably three times as great as at present, any attempt to further widen the streets for the convenience of the wagoners had to encounter the strongest resistance from the house-holders.

Thus, without any material enlargement, the character of the streets was much changed. They frequently became quite unfit to walk in,

the more so because they were used as the common place of deposit for all manner of rubbish and filth thrown out of the houses which was not systematically removed from them.

Although London then occupied not a fiftieth part of the ground which it does now, and green fields remained which had been carefully preserved for the practice of archery within a comparatively short distance of its central parts, to which the inhabitants much resorted for fresh air on summer evenings; although the river still ran clear, and there was much pleasure-boating upon it, the greater part of the inhabitants were so much confined in dark, ill-ventilated and noisome quarters, that they were literally decimated by disease as often as once in every two years, while at intervals fearful epidemics raged, at which times the mortality was much greater. During one of these, four thousand deaths occurred in a single night, and many streets were completely depopulated. All who could by any means do so, fled from the town, so that in a short time its population was reduced more than fifty per cent. It had not yet filled up after this calamity, when a fire occurred which raged unchecked during four days, and destroyed the houses and places of business of two hundred thousand of the citizens. Its progress was at length stayed by the widening of the streets across which it would have advanced if the buildings which lined them had not been removed by the military.

Five-sixths of the area occupied by the old city was still covered with smoking embers when the most distinguished architect of the age seized the opportunity to urge a project for laying out the street system of a new town upon the same site. The most novel feature of this plan was the introduction of certain main channel streets, ninety feet wide, in which several wagons could be driven abreast upon straight courses from one end of the city to the other. It was also proposed that there should be a series of parallel and intersecting streets sixty feet wide, with intermediate lanes of thirty feet. The enormous advantages of such a system of streets over any others then in use in the large towns of Europe were readily demonstrated; it obtained the approval of the king himself, and would have been adopted but for the incredible shortsightedness of the merchants and real estate owners. These obstinately refused to give themselves any concern about the sacrifice of general inconvenience or the future advantages to their city, which it was shown that a disregard of Wren's suggestions would involve, but proceeded at once, as fast as possible, without any concert of action, to build anew, each man for himself, upon the ruins of his old warehouse. There can be little question, that had the property-owners, at this time, been wise enough to act as a body in reference to their common interests, and to have allowed Wren to devise and carry out a complete

street system, intelligently adapted to the requirements which he would have been certain to anticipate; as well as those which were already pressing, it would have relieved the city of London of an incalculable expenditure which has since been required to mend its street arrangements; would have greatly lessened the weight of taxation, which soon afterwards rose to be higher than in any other town of the kingdom, and would have saved millions of people from the misery of poverty and disease.

Although in a very few years after the rebuilding of the city, its commerce advanced so much as to greatly aggravate the inconveniences under which street communication had been previously carried on, the difficulties were allowed to grow greater and greater for fully a century more before anything was done calculated to essentially alleviate them. They seem to have been fully realized and to have been constantly deplored, nor were efforts of a certain kind wanting to remedy them: the direction of these efforts, however, shows how strongly a traditional standard of street convenience yet confused the judgment even of the most advanced. A town being still thought of as a collection of buildings all placed as closely as possible to one centre was also regarded as a place of necessarily inconvenient confinement, and therefore, of crowding, hustling and turbulence. An enlargement of the population of a town could only aggravate all the special troubles and dangers to which those living in it were subject, add to the number of its idle, thriftless, criminal and dangerous classes, and invite disease, disorder and treasonable tumults. As, therefore, to amplify the street arrangements or otherwise enlarge the public accommodations for trade or residence, would be to increase its attractions, the true policy was generally assumed to be in the other direction. In London, not only its own Corporation followed this policy, but Parliament and the Sovereign systematically did the same.

Once, for instance, a proclamation was issued, to forbid under heavy penalties the erection of any houses, except such as should be suitable for the residence of the gentry, within three miles of the town; another followed which interdicted householders from enlarging the accommodations for strangers within the town; another enjoined all persons who had houses in the country to quit the town within three weeks, while constant efforts were made to ship off those who had none to Ireland, Virginia, or Jamaica.

In spite of all, new houses were built on the sides of the old country roads, the suburban villages grew larger and larger till at length they were all one town with London and the population became twice as great and the commerce much more than twice as great as at the time

of the great fire. Even when at last plans of real improvement began to be entertained it was no thought of resisting the increase of disease, pauperism and crime, by other means than fencing it out, that produced the change, but mainly the intolerable hindrance to commerce of the old fashioned arrangements. Though some refused to see it and still protested against the plans of improvement as wholly unnecessary, hazardous, reckless, and extravagant, and denounced those who urged them, as unprincipled speculators or visionary enthusiasts, the merchants generally could no longer avoid the conviction that their prosperity was seriously checked by the inadequacy of the thoroughfares of the town for the duty required of them. Parliament was therefore induced in the latter part of the last century, to authorize a series of measures which gradually brought about in the course of fifty years, larger and more important changes than had occurred before during many centuries.

As the definite aim of these changes was to get rid of certain inconveniences which had previously been classed among the necessary evils of large towns and as the measure with reference to which the purpose of their design was limited is thus clearly established it is evident that before we can realize the degree in which they were likely to approach the ultimatum of civilized requirement we need to know more exactly what the inconveniences in question amounted to.

It appears then that the imperfect pavements, never having been adequately revised since the days of hand-barrow and pack-horse transportation, were constantly being misplaced and the ground worn into deep ruts by the crushing weight of the wheels; the slops and offal matters thrown out of the houses were combined with the dung of the horses and the mud to make a tenacious puddle through which the people on foot had to drag their way in constant apprehension of being run down or crushed against the wall. In the principal streets strong posts were planted at intervals behind which active men were accustomed to dodge for safety as the wagons came upon them. Coaches had been introduced in the time of Elizabeth, but though simple, strong and rudely hung vehicles, they were considered to be very dangerous in the streets and their use within the town was for some time forbidden. Sedan chairs for all ordinary purposes superseded them and for a long time had been in common use by all except the poorer classes upon every occasion of going into the streets. When George the Third went in the state coach to open Parliament, the streets through which he passed were previously prepared by laying faggots in the ruts to make the motion easier. There was little or no sewerage or covered drainage, and heavy storms formed gullies of the ruts and often flooded the cellars destroying a great deal of merchandise.

This was the condition in which after several hundred years, the town had been left by the transformation of the passages, first occurring between the huts of the entrenched camp of a tribe of barbarians, from the serviceable foot ways of the early middle ages to the unserviceable wagon ways of the generation but one before the last.

#### THIRD STAGE OF STREET ARRANGEMENTS.

To remedy its evils, in the construction of new streets, and the reconstruction of old, the original passage for people on foot was restored, but it was now split through the middle and set back with the house fronts on each side so as to admit of the introduction of a special roadway for horses and wheels, at a lower level. A curb was placed to guard the foot way from the wheels; gutters were used to collect the liquid and floating filth, and sewers were constructed which enabled the streams thus formed to be taken out of the streets before they became so large as to flood the sidewalks. At the same time an effort was made to straighten and connect some of the streets that goods could be taken from one quarter of the town to another by direct courses, and without the necessity of doubling the horse-power at certain points in order to overcome the natural elevations of the ground.

Thus, just one hundred years after Wren's suggestions were rejected by the merchants, their grandsons began to make lame efforts to secure some small measure of the convenience which his plan had offered them.

A few of the latter improvements had been adopted in other towns at a somewhat earlier period than in London. In the plans of St. Petersburg and of Philadelphia, for instance, directness and unusual amplitude of road-way had been studied, and some of the free cities of Germany had, at an earlier date, possessed moderately broad and well-paved streets, but the exceptions do not affect the conclusion which we desire to enforce.

To fully understand the reason of this long neglect to make any wise preparation for the enlargement of population which it would seem must surely have been anticipated, we need to consider that while a rapid advance was all the time occurring from the state of things when a town was intended to be governed with little direct regard for the interests of any but a very few of its occupants, at the same time direct responsibility for the care of its interests was being diffused and held for shorter intervals, and was, consequently, less and less felt, as a motive to ingenuity and energy, by any one of the several individuals who partook in it. The theory and form of town government changed

more slowly than the character and modes of life of those who were called upon to administer it, but an adherence to the antiquated forms was only calculated to make a personal duty, with reference to the actual new conditions of the people, less easily realized and less effectively operative. What is everybody's business is nobody's, and although of late years experts, with professional training in special branches, are not unfrequently engaged by municipal bodies to study particular requirements of the people, and invent means to satisfy them, still, as a general rule, improvements have come in most cities, when they have come at all, chiefly through the influence of individual energy, interested in behalf of special mercantile or speculative enterprises, by which the supineness of the elected and paid representatives of the common interests of the citizens has been overborne.

**ERRONEOUS VIEW OF THE NECESSARY DISADVANTAGES OF  
TOWN LIFE.**

What is of more consequence, however, not merely that we may avoid injustice to our ancestors, but that we may realize the changes which have occurred in the standard of requirement, with reference to which the merits of a street system are now to be judged, is the fact that when these improvements were devised, it was still pardonable to take for granted that the larger the population of a town should be allowed to become, the greater would be the inconvenience and danger to which all who ventured to live in it would necessarily be subject, the more they would be exposed to epidemic diseases, the feebler, more sickly, and shorter their lives would be; the greater would be the danger of sweeping conflagrations; the larger the proportion of mendicants and criminals, and the more formidable, desperate and dangerous the mobs.

**EVILS OF TOWN-LIFE HAVE DIMINISHED AS TOWNS HAVE  
GROWN LARGER.**

We now know that these assumptions were entirely fallacious, for, as a matter of fact, towns have gone on increasing, until there are many in Europe which are several times larger than the largest of the Middle Ages, and in the largest the amount of disease is not more than half as great as it formerly was; the chance of living to old age is much more than twice as great; epidemics are less frequent, less malignant and more controllable; sweeping fires are less common, less devastating and are much sooner got under; ruffians are much better held in check; mobs are less frequently formed, are less dangerous, and, when they arise, are suppressed more quickly and with less bloodshed; there is a smaller proportion of the population given over to vice and crime and a vastly

larger proportion of well-educated, orderly, industrious and well-to-do citizens. These things are true, in the main, not of one town alone, but of every considerable town, from Turkey on the one side to China on the other, and the larger each town has grown, the greater, on an average, has been the gain. Even in Mahomedan Cairo, chiefly through the action of French engineers, the length of life of each inhabitant has, on an average, been doubled. The question, then, very naturally occurs : What are the causes and conditions of this amelioration ? and Can it be expected to continue ?

**REASON FOR ANTICIPATING AN ACCELERATED ENLARGEMENT OF  
METROPOLITAN TOWNS.**

If the enormous advance in the population of great towns which has been characteristic of our period of civilization, is due mainly to the increase of facilities for communication, transportation and exchange throughout the world, as there is every reason to believe that it is, we can but anticipate, in the immediate future, a still more rapid movement in the same direction.

We are now extending railroads over this continent at the rate of more than fifteen hundred miles a year, and before our next President takes his seat, we shall have applied an amount of labor which is represented by the enormous sum of two thousand millions of dollars, to this work, most of it preparatory, and more than half of it directed to the opening up of new lands to profitable cultivation. The productive capacity of the country thus laid open, and the demand upon commerce of its people, has scarcely yet begun to be manifested. We have but half made our first road to the Pacific, and we have only within a year begun to extend our steam navigation to Japan and China, where the demands upon civilized commerce of a frugal and industrious population, much larger than that of all Christendom, yet remain to be developed. We are ourselves but just awake to the value of the electric telegraph in lessening the risks of trade on a large scale, and giving it order and system. Thus, we seem to be just preparing to enter upon a new chapter of commercial and social progress, in which a comprehension of the advantages that arise from combination and co-operation will be the rule among merchants, and not, as heretofore, the exception.

**CONDITIONS UNDER WHICH THE EVILS OF LARGE TOWNS HAVE  
DIMINISHED.**

The rapid enlargement of great towns which has hitherto occurred, must then be regarded as merely a premonition of the vastly greater enlargement that is to come. We see, therefore, how imperative, with reference to the interests of our race, is this question, whether

as the enlargement of towns goes on the law of improvement is such that we may reasonably hope that life in them will continue to grow better, more orderly, more healthy? One thing seems to be certain, that the gain hitherto can be justly ascribed in very small part to direct action on the part of those responsible for the good management of the common interests of their several populations. Neither humanity nor the progress of invention and discovery, nor the advancement of science has had much to do with it. It can not even, in any great degree, be ascribed to the direct action of the law of supply and demand.

Shall we say, then, that it has depended on causes wholly beyond the exercise of human judgment, and that we may leave the future to take care of itself, as our fathers did? We are by no means justified in adopting such a conclusion, for, if we can not yet trace wholly to their causes, all the advantages we possess over our predecessors, we are able to reach the conviction, beyond all reasonable doubt, that at least, the larger share of the immunity from the visits of the plague and other forms of pestilence, and from sweeping fires, and the larger part of the improved general health and increased length of life which civilized towns have lately enjoyed is due to the abandonment of the old-fashioned compact way of building towns, and the gradual adoption of a custom of laying them out with much larger spaces open to the sun-light and fresh air; a custom the introduction of which was due to no intelligent anticipation of such results.

Evidence of this is found in the fact that the differing proportions between the dying and the living, the sick and the well, which are found to exist between towns where most of the people still live on narrow streets, and those in which the later fashions have been generally adopted; and between parts of the same town which are most crowded and those which are more open, are to this day nearly as great as between modern and ancient towns. For instance, in Liverpool, the constant influx of new-comers of a very poor and ignorant class from the other side of the Irish Channel, and the consequent demand for house-room, and the resulting value of the poor, old buildings which line the narrow streets, has, till recently, caused the progress of improvement to be much slower than in the much larger town of London, so that, while the average population of Liverpool is about 140,000 to the square mile, that of London is but 50,000; the average age at death in Liverpool is seventeen, and that in London, twenty-six. In the city of Brooklyn the number of deaths for each thousand of population that occurred this last year in the closer built parts, was twice as large as in those where the streets are wider and there are many gardens.

Comparisons of this kind have been made in such number, and the data for them have been drawn from such a large variety of localities in which the conditions of health in all other respects have been different, that no man charged, however temporarily and under whatever limitations, with municipal responsibilities, can be pardoned for ignoring the fact that the most serious drawback to the prosperity of town communities has always been dependent on conditions (quite unnecessary to exist in the present day) which have led to stagnation of air and excessive deprivation of sun-light.

Again, the fact that with every respiration of every living being a quantity is formed of a certain gas, which, if not dissipated, renders the air of any locality at first debilitating, after a time sickening, and at last deadly; and the fact that this gas is rapidly absorbed, and the atmosphere relieved of it by the action of leaves of trees, grass and herbs, was quite unknown to those who established the models which have been more or less distinctly followed in the present street arrangements of our great towns. It is most of all important, however, that we should remember that they were not as yet awake to the fact that large towns are a necessary result of an extensive intercourse between people possessing one class of the resources of wealth and prosperity and those possessing other classes, and that with each increase of the field of commerce certain large towns must grow larger, and consequently, that it is the duty of each generation living in these towns to give some consideration, in its plans, to the requirements of a larger body of people than it has itself to deal with directly.

#### CHANGE IN THE HABITS OF CITIZENS AFFECTING THE STRUCTURAL REQUIREMENTS OF TOWNS.

If, again, we consider the changes in the structure of towns which have occurred through the private action of individual citizens we shall find that they indicate the rise of a strong tide of requirements, the drift of which will either have to be fairly recognized in the public work of the present generation or it will, at no distant day, surely compel a revision of what is now done that will involve a large sacrifice of property.

#### SEPARATION OF BUSINESS AND DOMESTIC LIFE.

In the last century comparatively few towns-people occupied dwellings distinctly separate from their place of business. A large majority of the citizens of Paris, London and of New York do so to-day, and the tendency to divisions of the town corresponding to this change of habits must rapidly increase with their further enlargement, because of the greater distance which will exist between their different parts. The

reason is obvious: a business man, during his working-hours, has no occasion for domestic luxuries, but needs to have access to certain of his co-workers in the shortest practicable time, and with the smallest practicable expenditure of effort. He wants to be near a bank, for instance, or near the Corn Exchange, or near the Stock Exchange, or to shipping, or to a certain class of shops or manufactories. On the other hand, when not engaged in business, he has no occasion to be near his working place, but demands arrangements of a wholly different character. Families require to settle in certain localities in sufficient numbers to support those establishments which minister to their social and other wants, and yet are not willing to accept the conditions of town-life which were formerly deemed imperative, and which, in the business quarters, are yet, perhaps, in some degree, imperative, but demand as much of the luxuries of free air, space and abundant vegetation as, without loss of town-privileges, they can be enabled to secure.

Those parts of a town which are to any considerable extent occupied by the great agencies of commerce, or which, for any reason, are especially fitted for their occupation, are therefore sure to be more and more exclusively given up to them, and, although we can not anticipate all the subdivisions of a rapidly increasing town with confidence, we may safely assume that the general division of all the parts of every considerable town under the two great classifications of commercial and domestic, which began in the great European towns in the last century, will not only continue, but will become more and more distinct.

It can hardly be thought probable that street arrangements perfectly well adapted in all respects to the purposes to be served in one of these divisions are the very best in every particular that it would be possible to devise for those of the other.

#### RECREATIVE REQUIREMENTS AND DISTANCE OF SUBURBS.

Another change in the habits of towns-people which also grows out of the greatly enlarged area already occupied by large towns, results from the fact that, owing to the great distances of the suburbs from the central parts, the great body of the inhabitants cannot so easily as formerly stroll out into the country in search of fresh air, quietness, and recreation. At the same time there is no doubt that the more intense intellectual activity, which prevails equally in the library, the work shop, and the counting-room, makes tranquilizing recreation more essential to continued health and strength than until lately it generally has been. Civilized men while they are gaining ground against certain acute forms of disease are growing more and more subject to other and

more insidious enemies to their health and happiness and against these the remedy and preventive can not be found in medicine or in athletic recreations but only in sunlight and such forms of gentle exercise as are calculated to equalize the circulation and relieve the brain.

#### CHANGE IN THE CHARACTER OF VEHICLES.

Still another important change or class of changes in the habits of the people of towns may be referred to the much greater elaboration which has recently occurred in the division of labor and the consequent more perfect adaptation to the various purposes of life of many instruments in general use. A more striking illustration of this will not readily be found than is afforded by the light, elegant, easy carriages which have lately been seen in such numbers in your Park. When our present fashions of streets was introduced sedan chairs were yet, as we have shown, in general use for taking the air or making visits to neighbors. The few wheeled vehicles employed by the wealthy were exceedingly heavy and clumsy and adapted only to slow travel on rough roads, a speed of five miles an hour by what was called the "flying coach," being a matter for boasting. Now we have multifarious styles of vehicles in each of which a large number of different hands has been ingeniously directed to provide in all their several parts for the comfort, pleasure, and health with which they may be used. For the sake of elegance, as well as comfort and ease of draft, they are made extremely light and are supplied with pliant springs. They are consequently quite unfit to be used in streets adapted to the heavy wagons employed in commercial traffic, and can only be fully enjoyed in roads expressly prepared for them. In parks such roads are provided in connection with other arrangements for the health of the people.

#### INADEQUATE DOMESTIC ACCESS TO SUBURBS AND PARKS.

The parks are no more accessible than the suburbs, however, from those quarters of the town occupied domestically, except by means of streets formed in precisely the same manner as those which pass through the quarters devoted to the heaviest commercial traffic. During the periods of transit, therefore, from house to house and between the houses and the Park there is little pleasure to be had in driving. Riding also, through the ordinary streets, is often not only far from pleasant, but, unless it is very slowly and carefully done, is hazardous to life and limb. Consequently much less enjoyment of the Park is possible to those who live at a distance than to those who live near it and its value to the population at large is correspondingly restricted. The difficulties of reaching the Park on foot for those who might enjoy

and be benefited by the walk, are at the season of the year when it would otherwise be most attractive, even greater, for they must follow the heated flags and bear the reflected as well as the direct rays of the sun.

But we cannot expect, even if this objection were overcome, that all the inhabitants of a large town would go so far as the Park every day, or so often as it is desirable that they should take an agreeable stroll in the fresh air. On the other hand we cannot say that the transportation of merchandise should be altogether interdicted in the domestic quarters of a town, as it is in a park, and as it now is through certain streets of London and Paris during most hours of the day. On the contrary it is evidently desirable that every dwelling house should be accessible by means of suitable paved streets to heavy wheeled vehicles.

#### **NEW ARRANGEMENTS DEMANDED BY EXISTING REQUIREMENTS.**

It will be observed that each of the changes which we have examined points clearly towards the conclusion that the present street arrangements of every large town will at no very distant day require, not to be set aside, but to be supplemented, by a series of ways designed with express reference to the pleasure with which they may be used for walking, riding, and the driving of carriages; for rest, recreation, refreshment, and social intercourse, and that these ways must be so arranged that they will be conveniently accessible from every dwelling house and allow its occupants to pass from it to distant parts of the town, as, for instance, when they want to go to a park, without the necessity of travelling for any considerable distance through streets no more convenient for the purpose than our streets of the better class now are.

We may refuse to make timely provisions for such purposes in our suburbs, and we may by our refusal add prodigiously to the difficulty and the cost of their final introduction but it is no more probable, if great towns continue to grow greater, that such requirements as we have pointed out will not eventually be provided for than it was two hundred years ago that the obvious defects of the then existing street arrangements would continue to be permanently endured rather than that property should be destroyed which existed in the buildings by their sides.

#### **THE POSITION OF BROOKLYN.**

If we now take the case of Brooklyn we shall find that all the reasons for an advance upon the standards of the street arrangements of the last century which apply to great towns in general, are applicable to her special situation with particular emphasis.

With reference to general commerce, Brooklyn must be considered as a division merely of the port of New York. The city of New York is, in regard to building space, in the condition of a walled town. Brooklyn is New York outside the walls.

The length of suitable shore for shipping purposes which the city of New York possesses is limited. Many operations of commerce cannot be carried on in the northern parts of the island. It may be reckoned upon as certain that the centre of the commercial arrangements of the port will be in the lower part of New York island.

It may be also reckoned upon as certain that everywhere, within a limited distance back from its shores, all the ground will be required for commercial purposes. The amount of land enclosed by this commercial border remaining to be devoted to purposes of habitation will then be comparatively small and will be at a considerable distance north of the commercial centre, probably not nearer on an average than the upper part of the Central Park which is more than seven miles from the present Custom House. On each side of it, north, south, east, and west, will be warehouses and manufacturing and trading establishments, and, at a little greater distance, wharves and shipping.

The habitable part of New York island will then necessarily be built up with great compactness and will in every part be intersected with streets offering direct communication for the transportation of merchandise between one part of its commercial quarter and another.

If now, again, we look on the Long Island side of the port we find a line of shore ten miles in length which is also adapted to the requirements of shipping. It may be assumed that the land along this shore will be wanted, as well as that along the shore of New York island and for an equal distance back from the water, for mercantile and manufacturing purposes. Supposing that the district thus occupied shall, after a time, reach as far back as the corresponding district on New York island; in the rear of it, (and still at a distance from the commercial centre of the port, not half as great on an average as the Central Park), we find a stretch of ground generally elevated, the higher parts being at an average distance of more than a mile from any point to which merchandise can be brought by water. East of this elevation the ground slopes to the shore, not of a harbor or navigable river, but of the ocean itself. A shore in the highest degree attractive to those seeking recreation or health but offering no advantages for shipping, manufacturing or mercantile purposes. At present this slope is occupied chiefly by country seats, and the habitations of gardeners and farmers, and only through the most perverse neglect of the landowners of their own interests is it likely to be built upon for other purposes.

## THE OPPORTUNITY OF BROOKLYN.

Here, then, there is ample room for an extension of the habitation part of the metropolis upon a plan fully adapted to the most intelligent requirements of modern town life. A large part of the elevated land which has been referred to lies not more than half as far from the commercial centre as the habitation district of New York island, the ground is better formed with reference to sanitary considerations; it is open to the sea breezes and lies in full view of the ocean; it can never be enclosed on all sides by commerce as the habitable part of New York island soon will be; and, its immediate back country being bounded by the sea, the commercial traffic through it is always likely to be light and will be easily provided for in a few special channels. Thus it seems set apart and guarded by nature as a place for the tranquil habitation of those whom the business of the world requires should reside within convenient access of the waters of New York harbor.

It does not follow, however, that it will be so occupied. In the drift of the population of towns it is generally found that natural advantages alone go for but little, and except in the part controlled by your Commission no other arrangements as yet exist with reference to the convenience, health, and pleasure of residents upon this land than such as would have been formed if it were desired to invite to it nothing but factories, ship yards, or the warehouses and offices of merchants. One or two streets were laid out through it some years ago with an avowed intention of being especially adapted to residences; they were so designed however, as to offer every advantage to commercial transportation and consequently for shops and factories but, except in mere width, without intelligent regard to the alleged purpose in view. They are nevertheless adapted to serve an important purpose in concentrating such commercial traffic as must pass through their neighborhoods and in furnishing sites for shops and public buildings which will in any case be needed to meet local requirements.

Upon the manner in which there are good grounds for confidence that the elevated district which has been indicated will be occupied in the future, depends the valuation which can justly and sagaciously be now placed upon it, and upon this valuation mainly depends the financial prosperity of the city of Brooklyn.

## HOW THE OPPORTUNITY MAY BE MISUSED AND HOW AVAILED OF.

It would be a perfectly simple problem to cause this land to be given up in a few years almost exclusively to shanties, stables, breweries, distilleries, and swine-yards, and eventually to make the greater part of it a district corresponding, in the larger metropolis which is hereafter to exist on the shores of New York harbor, to that which the Five Points has been in the comparatively small town we have known.

The means by which it may be made a more suitable and attractive place of domestic residence than it is possible that any other point of the metropolis ever will be, are equally within command.

#### INFLUENCE OF THE PARK ON THE VALUE OF PROPERTY.

The effect of what has already been done, under the direction of your Commission, has been to more than quadruple the value of a certain portion of this land, and we have thus an expression of the most simple character, in regard to the commercial estimate which, at this period in the history of towns, is placed upon the circumstance of convenient access from a residence to a public pleasure-ground, and upon the sanitary and social advantages of a habitation thus situated. The advance in value, in this case, is quite marked at a distance of a mile, and this local advantage has certainly not been attended by any falling back in the value of other land in Brooklyn.

If we analyze the conditions of this change in value, we shall find that it is not altogether, or even in any large degree, dependent upon mere vicinity to the sylvan and rural attractions of the Park, but in very large part, in the first place, upon the degree in which these attractions can be approached with security from the common annoyances of the streets, and with pleasure in the approach itself. If, for instance, the greater part of the Park were long and narrow in form, other things being equal, the demand for building sites, fronting on this portion of it, would not, probably, be appreciably less than for those fronting on the broader parts. Secondly, the advance in value will be found to be largely dependent on the advantages of having near a residence, a place where, without reference to the sylvan attractions found in a large park, driving, riding, and walking can be conveniently pursued in association with pleasant people, and without the liability of encountering the unpleasant sights and sounds which must generally accompany those who seek rest, recreation or pleasure in the common streets.

There are other things to be valued in a Park besides these, but these are the main positive advantages which would make the value of a residence, if upon the Park, much greater than if at a distance from it.

#### HOW THE ADVANTAGES OF VICINITY TO A PARK MAY BE EXTENDED.

So far, then, as it is practicable, without an enlargement of the Park in its full breadth and compass, to extend its attractions in these especial respects, so far is it also practicable to enlarge the district within which land will have a correspondingly increased attraction for domestic residences. The further the process can be carried, the more will Brooklyn, as a whole, become desirable as a place of residence, the higher will be

the valuation of land, on an average, within the city, and the lighter will be the financial burden of the Corporation.

#### EXAMPLE OF A FOURTH STAGE OF STREET ARRANGEMENTS.

We come, then, to the question of the means by which such an extension can be accomplished. Although no perfect example can be referred to, there have been in Europe a few works by which a similar end, to a certain extent, has been reached. Of these, the most notable is the Avenue of the Empress, in Paris, which connects a palace and a pleasure-ground within the town, with a large park situated far out in the suburbs. This avenue, with its planted border, occupies so much ground (it is 429 feet in width) that it may be considered to constitute rather an intermediate pleasure-ground than a part of the general street system. It is lined with a series of detached villa residences, and building-lots facing upon it are much more valuable than those facing upon the Park.

The celebrated Linden Avenue, at Berlin, leads likewise from a palace and palace grounds, to a great rural park on the opposite side of the town, through the very midst of which it passes. The finest private residences and hotels of the town, as well as many public buildings, such as Art Galleries and Museums, front upon it, and it is equally convenient for all the ordinary purposes of a street with any other. It nevertheless differs essentially from an ordinary business street, in that the process which we have described, by which wagon-ways were introduced into the old streets, has been carried one step further, the wagon-way having itself been divided as the foot-way formerly was, and a space of ground having been introduced, within which there is a shaded walk or mall, and a bridle-road, with strips of turf and trees.

#### THE PARKWAY.—A FIFTH STAGE.

The "Parkway" plan which we now propose advances still another step, the mall being again divided into two parts to make room for a central road-way, prepared with express reference to pleasure-riding and driving, the ordinary paved, traffic road-ways, with their flagged side-walks remaining still on the outside of the public mall for pedestrians, as in the Berlin example. The plan in this way provides for each of the several requirements which we have thus far examined, giving access for the purposes of ordinary traffic to all the houses that front upon it, offering a special road for driving and riding without turning commercial vehicles from the right of way, and furnishing ample public walks, with room for seats, and with borders of turf in which trees may

grow of the most stately character. It would contain six rows of trees, and the space from house to house being two hundred and sixty feet, would constitute a perfect barrier to the progress of fire.

#### PRACTICABLE FUTURE EXTENSIONS OF THE PARKWAY.

With modifications to adapt it to variations of the topography and the connecting street arrangements, the plan should eventually be extended from the Park, in one direction, to Fort Hamilton, where ground for a small Marine Promenade should be secured, overlooking the Narrows and the Bay; and in the other to Ravenswood, where it should be connected by a bridge with one of the broad streets leading on the New York side to the Central Park. A branch should extend from it to the ocean beach at Coney Island, and other branches might lead out from it to any points at which it should appear that large dwelling quarters were likely to be formed, at such a distance from the main stem that access to it from them would otherwise be inconvenient.

There are scarcely any houses at present standing on the general line indicated and it would pass nearly parallel to, and be everywhere within from fifteen to thirty minutes walk of the wharves of the East River. The distance between its extreme points would be about ten miles and the average distance of residences upon it from Wall Street would be about half the distance to the Central Park. Spacious and healthful accommodations for a population of 500,000 could be made within ten minutes walk of this Parkway.

#### PLAN OF THE PARKWAY NEIGHBORHOOD.

Our plan, it will be observed, covers more ground than is necessarily required to be taken for the purposes which have been indicated. The object of this is that in addition to providing for an enlargement of the Park advantages, throughout its whole extent, the Parkway may also constitute the centre of a continuous neighborhood of residences of a more than usually open, elegant, and healthy character. It is believed that such a neighborhood would not merely be more attractive, to the prosperous class generally, of the metropolis, than any which can be elsewhere formed within a much greater distance from the commercial centre, but that it will especially meet the requirements of an element in the community that is constantly growing larger and that is influenced by associations and natural tastes that unquestionably deserve to be fostered and encouraged. A typical case, for the sake of illustrating the class in view may be thus presented. A country boy receives a common school education, exhibits ability and at a comparatively

early age finds himself engaged in business in a provincial town ; as his experience and capacity increase he seeks enlarged opportunities for the exercise of his powers and being of superior calibre ultimately finds himself drawn by an irresistible magnetic force to the commercial cities ; here he succeeds in becoming wealthy by close attention to his speciality and the sharp country boy becomes the keen city man. Trees and grass are, however, wrought into the very texture and fibre of his constitution and without being aware of it he feels day by day that his life needs a suggestion of the old country flavor to make it palatable as well as profitable. This is one aspect of the natural phenomena with which we are now attempting to deal ; no broad question of country life in comparison with city life is involved ; it is confessedly a question of delicate adjustment, but we feel confident that whenever and wherever, in the vicinity of New York, this delicate adjustment is best attended to, and the real needs of these city-bred country boys are most judiciously considered, there they will certainly throng. We do not of course mean to argue that the tastes to which we have referred are limited solely to citizens whose early life has been passed in the country, but only that the existence of the special social element thus typified gives one of the many assurances that such a scheme as the proposed Parkway neighborhood would be successful, if judiciously carried out within the lines suggested, before the demand is more or less perfectly met in some other locality.

It is clear that the house lots facing on the proposed Parkway would be desirable, and we assume that the most profitable arrangement would be to make them, say 100 feet wide, and of the full depth between two streets, convenient sites for stables being thus provided. The usual effect of such a plan of operations would be an occupation of the rear street by houses of inferior class, and it is with a view of avoiding any such unsatisfactory result that the design is extended over four blocks of ground. If the two outermost streets are widened to 100 feet and sidewalks shaded by double rows of trees introduced in connection with them, the house lots on these streets will be but little inferior to those immediately facing the Parkway, for they also will be of unusual depth and will be supplied with stable lots that can be entered from the street already mentioned, which should be made suitable for its special purpose, and with the idea that it is only to be occupied by such buildings as may be required in connection with the large lots which are intended to be arranged throughout back to back, with the stable street between them.

Thus, so far as this arrangement should be extended, there would be a series of lots adapted to be occupied by detached villas each in the midst of a small private garden. This arrangement would offer the

largest advantages possible to be secured in a town residence, and there is no good reason why they should not be of a permanent character. With the modern advantages for locomotion which would be available, the departure from the old-fashioned compactness of towns might be carried to this extent, in that part of them devoted to residences, without any serious inconvenience. The unwholesome fashion of packing dwelling-houses closely in blocks grew, as we have shown, out of the defensive requirements of old towns; it may possibly be necessary to continue it under certain circumstances, as, for the reasons already indicated, on the island of New York, but where there is no necessary boundary, either natural or artificial, to the space which is to be occupied by buildings, as is the case with Brooklyn, it is, to say the least, unwise to persist in arrangements which will permanently prevent any indulgence of this kind.

Those who availed themselves of the opportunity here proposed to be offered would not benefit themselves alone, but the whole community. The Romans seem to have been wiser than we have been in this particular. Rich people were offered every facility for surrounding their houses with open garden spaces, and the larger part of the Eternal City was composed of what we should now term detached villas, while in no part was it permitted that a new house, even though intended for the residence of slaves, should be built within five feet of walls previously erected.

How far it might be desirable for property-owners to extend the plan in the peculiar form suggested, is, of course, an open question, depending on the anticipated demand for lots of the size indicated, but it will be readily seen that as the proposed subdivisions are not of the ordinary contracted character, a comparatively small number of residents will suffice to fill up a considerable stretch of ground laid out in this way, and it is also evident that if, within a reasonable time, it should become certain that a specific number of blocks would be carried out on this plan, the lots included within the boundaries determined on would not require to be improved in regular succession, but would be selected with reference to slight, fancied advantages anywhere along the line, every purchaser feeling satisfied that the main question of good neighborhood had been settled on a satisfactory basis at the outset.

**ADVANTAGES OF THE PARKWAY LIKELY TO BE SECURED TO  
BROOKLYN EXCLUSIVELY.**

Having so fully described, in its principal aspects, the question of the desirability of developing, in Brooklyn, a plan of public improvement of the general character indicated, it may be proper for us to enquire whether the broad streets which are proposed to be opened on New

York island under the name of Boulevards during the next few years, are calculated to interfere with the probable success of such a scheme.

While the Central Park was in its earlier stages of progress, a Commission was appointed to prepare a plan for laying out the upper end of New York island, and some years later this responsibility was transferred to the Central Park Commission, whose plan is published in their last annual report.

The same document contains an elaborate discussion of the subject by Mr. A. H. Green, on the part of the Board, and as our professional relations with the Commissioners have not been extended over this department of their work, and we are not aware of their intention in regard to this improvement, except so far as it is set forth in the plan and public statement above mentioned, we make, for the purposes of this Report, the subjoined quotation, which sets forth clearly the limitations that are to be recognized in New York as controlling the designs of the Commissioners :

“ We occasionally, in some country city, see a wide street ornamented with umbrageous trees, having spaces of green interposed in its area, the portion used for travel being very limited. This arrangement is only possible where thronging population and crowding commerce are not at liberty to overlay and smother the laws that are made to secure the legitimate use of the public streets. “ It would seem inexpedient, at any rate, until some better permanent administration of our streets is secured, to attempt these fanciful arrangements to any great extent in a commercial city, under our form of government.”

It is clear, therefore, that the Central Park Commissioners have no intention of carrying out, in New York, any such scheme as the “ Parkway,” and consequently, if, as we believe, the requirements that such a plan is designed to meet are already felt to exist in this community, Brooklyn can soon be made to offer some special advantages as a place of residence to that portion of our more wealthy and influential citizens, whose temperament, taste or education leads them to seek for a certain amount of rural satisfaction in connection with their city homes.

Although the plots of ground appropriated to the Brooklyn and Central Parks are entirely different in shape, while their landscape opportunities and general possibilities of design are equally dissimilar, a generic family resemblance will yet be found between the two pleasure-grounds, simply because they are both called into existence to meet the same class of wants, in the same class of people, at the same Metropolitan centre.

The Brooklyn Parkway, on the other hand, will, if executed, be a practical development of the ideas set forth in this Report, which seem

to be particularly applicable to the city of Brooklyn, and which, as we have shown, are considered by those in authority to be unsuitable for development in the city of New York; it will consequently have no such family resemblance to the New York Boulevards as exists between the two parks, and its attractions will, for a time, at any rate, be of a special and somewhat individual character.

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In pursuing the general question of approaches to the Park, in accordance with your instructions, we have thus been led to the examination of some other scarcely less important topics, and although the consideration of such problems as those we have adverted to can only come before your Commission in an indirect and incidental way, we have thought it best to lay the results of our study thus fully before you, because during the investigations and consultations of the past year it has become more and more evident that the early adoption of some such scheme as the "Parkway" would have the effect of adding very greatly to the advantages which your Commission is endeavoring to secure to the citizens of Brooklyn in the construction of the Park.

Respectfully,

OLMSTED, VAUX & CO.,

*Landscape Architects and Superintendents.*

BROOKLYN, January 1st, 1868.





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